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### OFFICE OF THE ASSISTANT TO THE SECRETARY OF DEFENSE 1400 DEFENSE PENTAGON WASHINGTON, D.C. 20301-1400



PUBLIC AFFAIRS

January 24, 1995

DEPARTMENT OF DEFENSE MEMORANDUM

SUBJECT: 1994 Summer Study "China In the Near Term"

The information contained within this study does not reflect the official policy or position of the Department of Defense or the U.S. Government.

Please note that the Defense Department was not tasked with estimating foreign policy options dealing with China and a study group consensus on the future of China was not sought.

Dennis Klauer Deputy Director, Defense

Information

### **PREFACE**

James G. Roche with the working group chaired by Ronald A. Morse, met from 1 through 10 August 1994 at the Naval War College, Newport, Rhode Island. This was the Secretary of Defense (Policy). The Summer Study, directed by Andrew W. Marshall and eighth in a series of summer studies undertaken to review fundamental issues and The following provides a summary of a Summer Study report conducted for the Under questions of importance to the defense planning process.

especially those that might directly affect U.S. interests. They were also asked to identify asked to devote particular attention to the potential for negative developments, near term and to examine the impact of this evolution on the region. The group was The working group's objective was to consider ways in which China might evolve over the indicators of movement toward these alternative futures.

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### STUDY GROUP PARTICIPANTS

differing interpretations about China's near-term future and then to weight those evaluations in terms of plausible outcomes. discussing the details of China's current leadership and social issues. The objective was to allow a full explanation of China is the major uncertainty in Asia's future. The study group was diverse and represented generational and occupational differences. Considerable time was devoted to

### STUDY OBJECTIVES

probabilities of scenario outcomes once Deng dies; and to document the significance of these various scenarios. had three primary objectives: to examine China as it is today with the issues influencing it in the near term, to estimate fragmented political apparatus, has not made the transition to a market economy, and faces a serious succession crisis. This study examines scenarios for China following the death of Deng Xiaoping. It is an analysis of a China that has a

not tasked with estimating foreign policy options dealing with China The study was conducted on the assumption that we wanted to capture the "Middle Kingdom"--China--view of the world. We were

China, as we all know, is a large and complex nation. Arriving at a study group consensus on the future of China was not sought. After careful deliberation, the group made the following observations:

- -- following Deng's death a collective leadership phase would prevail;
- -- no paramount leader would emerge during the transition phase;
- liberalization; -- the post-Deng leadership collective would most likely not change Deng's emphasis on economic reform and limited political
- -- there was a 50-50 chance that the transition would lead to a Soviet-style break-up of China; and
- challenge US interests. -- that whatever scenario dominates in the future, all Chinas would be different from the present and all Chinas may

### **ASSUMPTIONS**

## Why China Deserves Serious Consideration

more of a consideration because of its uncertain future. Its vulnerabilities are: population and geographical size; a China, simply because of its size and location, presents a significant challenge to nations with a stake in Asia. It is now large and costly public sector. historical tendency to decentralized governance; the lack of a "civil society"--intermediary institutions for political action, labor organization and interest articulation; a narrow Communist party form of rule; and the costs of state enterprises and a

after Deng have influence in the bureaucratic, military, or economic areas, but they lack the broad support necessary to charisma to implement his policies and ensure that leaders could not use their own power base to challenge him. Leaders coming currently based on decades of experience with revolutionary leaders. Deng combined administrative control and personal These conditions argue against the emergence of one strong leader in the year or two following Deng's death. Loyalties to Deng are rule. At a minimum, only some combination of group leadership can hold the system together.

concluded that, rather than second guess who might emerge, it was better to understand the dynamics of leadership behavior more was doomed to failure and would become a pathway to collapse. After considerable debate about individual Chinese leaders, we The study group did not exclude the possibility that one person might strive for ultimate power, but we believed that this effort

PLA is likely to do less well; and (2) that Chinese leaders all have a strong nationalistic pride. collective leadership because the PLA had more flexibility for exercising influence. Under rapid reform or disintegration, the Two final points: (1) we assumed that the People's Liberation Army (PLA) preference in a leadership transition was for

# EXTERNAL EVENTS THAT COULD ALTER CHINA'S OPTIONS

of external events that need to be considered would face. While we were not tasked to evaluate external factors that could alter Chinese options, we did prepare a list The task of the study group was to assess the "internal" dynamics of China and evaluate the options that the Chinese leadership

events: a Sino-Japanese arms race; Japan's decision to develop a nuclear weapons capability; Taiwan's decision to declare complete Most of the external issues listed here are touched on elsewhere in the report. Nevertheless, by way of explanation consider the agreements; an increase in the PLA's role in politics; and an increase in Chinese nationalism. independence from China; an arms race in Southeast Asia; a breakdown in regional multilateral economic and security first example--the possible implications of a "US strategic withdrawal from Asia." US withdrawal could trigger the following

### Possible Alliances Against China

hegemony? important research area. Will Korea, Vietnam, and Australia, for example, look to Japan in an alliance to counter Chinese Japan recognizes the potential threat of China. Japan's policies and its strategies for regional alliances excluding China are an

way or another will shape the outcomes of the scenarios examined. These issues--"Factors Making China's Future Uncertain"--indicate some of the background considerations against which the scenarios presented were developed. The next several pages highlight a series of issues that either deserve further research or suggest trends in Chiua that in one

## CHINA'S PATCHWORK OF WEALTH

### Creating Multiple Economic Chinas

economic equality and social responsibility. With a 100 million person strong floating migratory workforce (many say 200 million underestimated. Nevertheless, the impact has been regionally disproportionate and goes counter to the socialist notion of China's growth rate, its ability to attract foreign investment and capitol, and its ambitious economic plans should not be by the year 2000), subnational economic disparities, and uneven income distribution, China faces significant internal problems.

As the income distribution map here shows:

- -- no coastal province, except Hebei and Hainan, is below the national average.
- -- no interior province, except Heilongjiang and Jilin in the northeast and Xinjiang in the northwest, is above the national
- -- at the extreme, Beijing and Shanghai are more than twice the national average

### An Issue for the Future

of overseas Chinese to mainland China. Economic links to overseas Chinese raises the question of "greater China" and the long-term allegiance of tens of millions

## POPULATION AND OIL CONSUMPTION

### China's Growing Energy Crisis

billion. Domestic coal and oil supplies will not be adequate to meet domestic demand by 2000. current conditions, by the year 2000, 40% of China's oil will come from the Middle East at an annual additional cost of \$6 manufacturing sector, and rapidly growing transportation requirements will necessitate increased energy imports. Under consequences of energy demand will be a more and more important consideration. High growth, a rapidly expanding heavy near term. As China's per capita energy demands grow with economic development, the cost, supply, and environmental Energy supply and its cost is the most pressing single constraint of an array of resource vulnerabilities China will face in the

## MAJOR CHINESE OIL/GAS FIELDS

Russian Far East and Korea are important. The Tarim Basin is in a volatile area with Kazakhstan and the coastal areas and the Sprathy Islands are also areas of contention. China's oil reserves are all in areas that put it in potential conflict with other powers. In the northeast, issues with the

nations like Iran. To meet its energy requirements, China will be forced to develop a blue water navy and bargain with Middle East oil producing

# ALTERNATIVE ESTIMATES OF CHINA'S GROSS DOMESTIC PRODUCT (1991)

### Lack of Data and Statistical Controls

international organizations and economists. The lack of information control hampers industrial planning. China's economic policies. The problem is highlighted in the chart on China's GDP showing widely varying estimates by The misreporting of economic statistics by local governments and enterprises in China has become a major problem in assessing

by heavy subsidies to cover losses incurred by state enterprises, inappropriate government pricing policies, expenditures for state Common to all socialist countries, China has a growing fiscal deficit (9.5 billion yen in 1992--3.8% of GNP). This is caused officials, and the redemption of national and foreign bonds.

# COMPARATIVE WESTERN ANALYSES OF CHINESE DEFENSE BUDGET

### Another Statistical Uncertainty

Chinese desense spending has been significant since 1987, but the open source data on the intent and use of desense resources is deficient. Opinions vary about how to measure Chinese spending (see next page). This is another area for further research.

# POST-DENG CHINESE LEADERSHIP MINDSET

### Post-Deng Xiaoping China

attaining China's goals of economic reform, modest political change, and international respect. Deng Xiaoping's power has been absolute and strong. It has been a personalized style of leadership remarkably successful in

economic reforms are incomplete, and the balance of center-provincial controls is still unresolved. But Deng has been less successful with the details: the process of political succession is uncertain, fiscal, banking, and other

internal balance of political forces and Deng's death will create a political vacuum for both conservatives and reformers to move in. Even so, all players will want to avoid chaos, avoid being seen as weak; and all will want to protect their personal and The study group felt that for these and other reasons, China is up for grabs once Deng passes away. There is no apparent family/associates' benefits. Factors shaping the post-Deng transition will be:

- -- the stake the leaders have in continuing the current situation;
- -- the desire to avoid bloody leadership struggles like the Cultural Revolution; and
- -- the degree to which a faceless "collective" leadership serves a common interest

### Ideology

might not be a zero-sum game, but they see military and political power in zero-sum terms. current leaders take the "state" as the unit of political analysis--not the region or a global presence. Economic growth of the Cultural Revolution, and the break-up of the Soviet Union are negative lessons of how weakness evolves out of chaos. All China. The debate is over the methods to achieve that goal. They want to avoid a divided China--the Warlord Era, the excesses The leadership appears bound by a shared sense that the most important goal is economic, political, and military power for

### KEY ISSUES IN THE NEAR TERM

### Time Lines

China's long-term intentions. The issue of Taiwan-China relations is always central to America's relations with China. North Korea is already a factor. The reversion of Hong Kong in 1997 and how that is managed politically will send a signal about The issues on the opposite page will require decisions by the leadership during the near term. The succession struggle in

### The Succession Issue

Zedong (1947-1954) and the comeback of Deng Xiaoping (1978-1983) were periods of uncertainty. Leaders after Deng will most and that China is too complex to manage in earlier more centralized ways. fairly narrow policy interests. They realize that the Chinese people are less tolerant of political or military ruthlessness likely be technocrats with a stake in economic reform. They will have few differences on foreign policy issues and they will also have The historical record is clear: leadership transitions in China are likely to be violent and drawn out. The emergence of Mao

### Communist Systems in Transition

society while relaxing management of the economy creates regime instability. The lessons of the USSR, Hungary, and the post-Soviet states suggest that maintaining tight Communist party control over

## THE GEOGRAPHY OF CRISES POINTS

### Areas to Watch

An aggressive, resource hungry China alongside a resource rich, but fragmenting Russia leads to border problems. For example, in 5.8% of the oil and 21% of the coal extracted in the former Soviet Union. The area is rich in gold and other metals as well privatization plan of its own, has 15 million barrels of oil and 86 trillion cubic feet of natural gas. In 1993, it accounted for 38% of the 16 million, mostly Turkic-speaking Muslims in the area. Kazakhstan, with 17.2 million people and an extensive Xinjiang, Muslim separatists on both sides of the Sino-Russian border have created problems. Ethnic Chinese account for only

power plant near Hong Kong. The Three Gorges Project has vast social and environmental implications. Heilongjiang has large Major project failures in China could also create regime instability. There have already been problems at the nuclear state enterprises that must be made efficient and border disputes create a potential for confrontation. Tibet could seek independence

### Issue for the Future

competition. Moscow sees China as a regional rival with a large population. Where interests meet, in Central Asia, China and Russia are in

## **SCENARIOS FOR CHINA'S FUTURE**

### Post-Deng Leadership Scenarios

conflict. Power in general will gravitate away from the center. The group believed that there was a 50/50 chance that China would disintegrate under a post-Deng diffused leadership and internal

Western powers hope for, is the least likely according to the study group estimates. The linear future, perhaps closest to the present situation, is only 30% likely. The liberal reform scenario, the one that

The study group focused on three (A, D, E) sub-scenarios under the disintegration case.

### Alternative Considerations

resulting from differing paths for China. scenarios as presented here are more useful in anticipating the international (foreign policy and military) security threats of analysis and to force policy clarity, we felt more could be learned from specific scenario differentiation. Also, the The group considered the "muddle through" case in which pieces of all three scenarios might mix in their own way. But for the sake

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The Linear Future scenario evolves because:

- -- the post-Deng collective leadership holds together.
- -- the PLA and the security apparatus support the collective leadership.
- -- key leaders do not go all out for a predominant leadership because they value regime survival.
- -- economic growth and social stability are considered the primary policy objective.

### Military Doctrine

global military peer of the United States. American high-tech military performance in operation DESERT STORM has been taken as the new model for Chinese modernization. Chinese military officials believe the present gap in their capabilities is temporary and the long-term goal is to be a

# Does China Fit the Asian Model of Economic Development

have the market working for development and still maintain an authoritarian political system. dominated the periphery. One lesson of Asian late-comer development that Chinese leaders have learned is that you can -- Yes, in the sense that as in Japan, South Korea and Taiwan, economics has dominated politics and the center has

demonstrated the same degree of institutional capacity. Asian nations. While the Chinese leadership seeks to emulate the Singapore/Japan/Korea pattern of modernization, China has not -- No, because China has not managed the issues of inflation, income equity, and social unrest as well as the other

Hybrid Nation: China's Vulnerabilities

state apparatus and the Communist Party has less control over workers and peasants because of urbanization, migration, and new channels of communications. In addition to transition leadership problems, China has new elites (business, student, professional) that operate outside the

### Social Trends:

- Increased economic inequality and corruption
- Crackdowns on economic protests

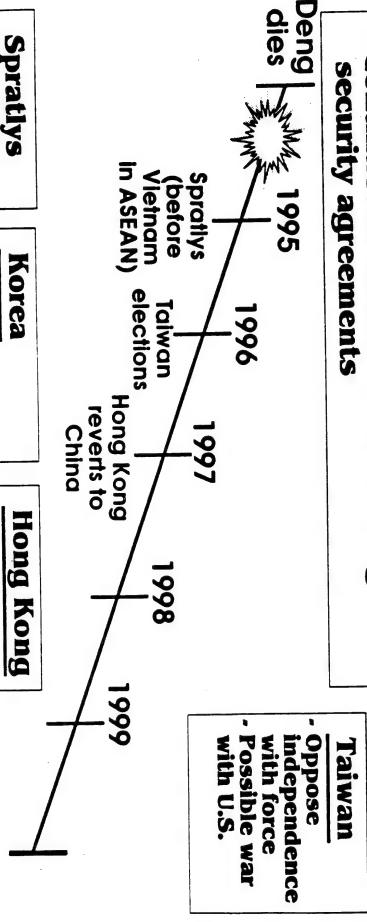
## **Economic Trends:**

- Mixed planned/market economy
- No rapid privatization of state enterprises
- Major project difficulties (Three Gorges)
- Foreign Direct Investment continues, but slows
- Some state enterprises closed

## LINEAR FUTURE

### **Bottom Line:**

- Improved power projection capability
- More assertive as power increases
- Continued avoidance of formal regional



### 37

Clash with

Seizure of

islands in

China Sea

**Vietnam** 

Oppose preemptive military action

Support U.S.

recognition of DPKK

Avoid sanctions

Tough on

Possible democrats

crackdown

# SCENARIO II: LIBERAL REFORM

### Leadership Mindset: domestic:

- political reform essential for legitimacy
- political reform essential for economic development and innovation

## foreign policy:

- economics dominates foreign policy
- more faith in multilateralism
- downplaying of military force
- non-provocative international environment

### Military:

doctrine: high-tech local wars capabilities:

- greater willingness to accept arms control constraints on capabilities
- nuclear doctrine
- ... minimum deterrence
- rising civilian control over security policy
- military budget transparency

# SCENARIO II: LIBERAL REFORM

## Social Trends:

- Significant social dislocation and stress, but localized
- new social security framework cushions uncertainties

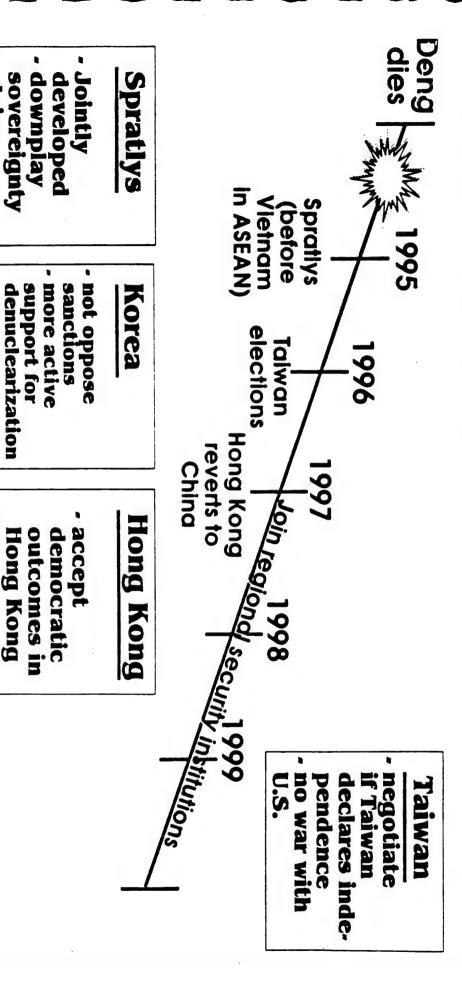
# **Economic Trends:**

- sustained high growth
- new economic strategy introduced
- state enterprise reform
- inflation cools down

# LIBERAL REFORM

**Bottom Line:** 

- less threatening, more cooperative on regional security
- can fight; will try to avoid fighting
- improved power projection



claims

# (Phase I) - SCENARIO III: DISINTEGRATION

# **Major Implications of Disintegration Scenarios**

- Likely emergence of aggressive nationalist strongman
- Likely major constitutional changes in government

### Leadership Mindset: domestic:

- Mutual distrust succession gridlock
- Zero sum views of power/resources
- Strong regional identities
- Domestic fights override foreign policy

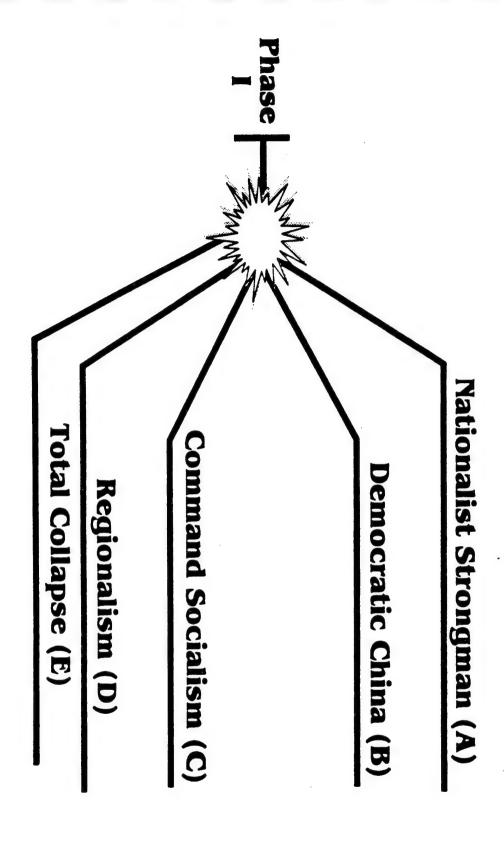
# Trigger for internal break-up

- Alienation of provinces
- Splintering military control

### Indicators

- Formation of provincial coalitions
- Provinces withhold taxes
- End of military region command shuffles

# DISINTEGRATION - SUB-SCENARIOS



# SUB-SCENARIO III: NATIONALIST STRONGMAN (A)

## Leadership Mindset:

### Domestic

- Non-Communist leader emerges with mass support, acquiescence of PLA and security apparatus
- No tolerance for elite dissent
- Politics zero sum

### **Foreign Policy**

- Han Chauvinism
- Greater China nationalism
- Irredentist claims
- Anti-American Line (including Japan)

# SUB-SCENARIO III: NATIONALIST STRONGMAN

Military:

doctrine: Protracted local wars "beyond the gates"

- capabilities:
- Large increase in military expenditures
- Blue water navy
- Amphibious forces
- Air-mobile rapid reaction forces
- Attempt to develop nuclear warfighting capability
- Increase in ground forces

## **Social Trends:**

- Suppress dissent
- Patriotic campaigns

# **Economic Trends:**

- Economic mercantilist
- **Economic growth serves military power**

# NATIONALIST STRONGMAN

## **Bottom Line:**

Aggressive, non-cooperative China

Deng dies Phase in ASEAN) Vietnam (betore 1995 MZ 1996 elections Talwarzy **Hong Kong** reverts to China 1998

### Taiwan

- High likelihood of Taiwan declaring independence
- High likelihood of China responding with force
- Pressure on U.S. to stand by Taiwan

1999

### Spratlys

AttackVietnamon land

### Korea

Assist DPRK
if crisis not
resolved
Oppose U.S
presence on
Korean Pen-

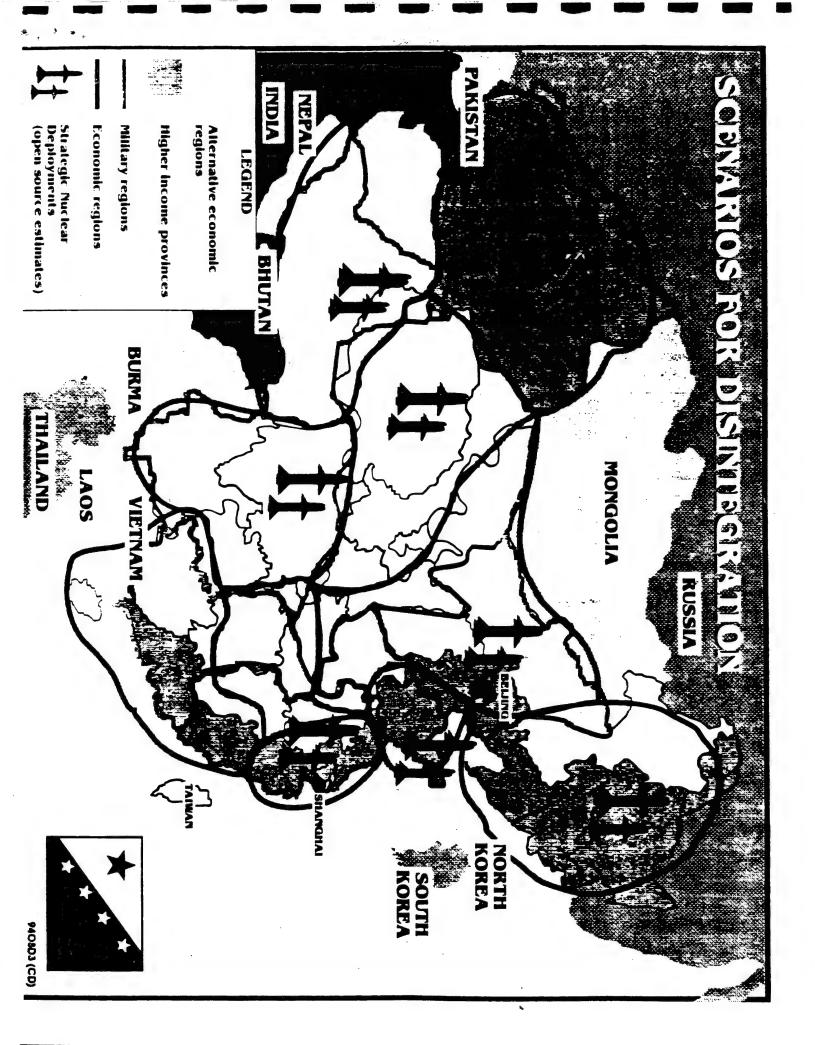
insula

### **Hong Kong**

 Hardline, repression

### Other Issues

- Finlandized
   Mongolia
- Mongolia
   Conflict with
  Kazakhstan
- Adjust borders with Russia
   Active support of Pakistan



# SUB-SCENARIO: REGIONALISM (D)

### Leadership Mindset: domestic:

- Local identities/allegiances
- roreign policy: **Regional autonomy preferred to civil war**
- Regional ties to foreign areas
- Conflict avoidance

### Military: doctrine:

- regional breakaway Border defense, control
- capabilities:
- Central budgets decline
- Poor force coordination
- Weak power projection capability

# SUB-SCENARIO: REGIONALISM (D)

### **Social Trends:**

- Sense of social chaos
- Gangs and secret societies expand influence

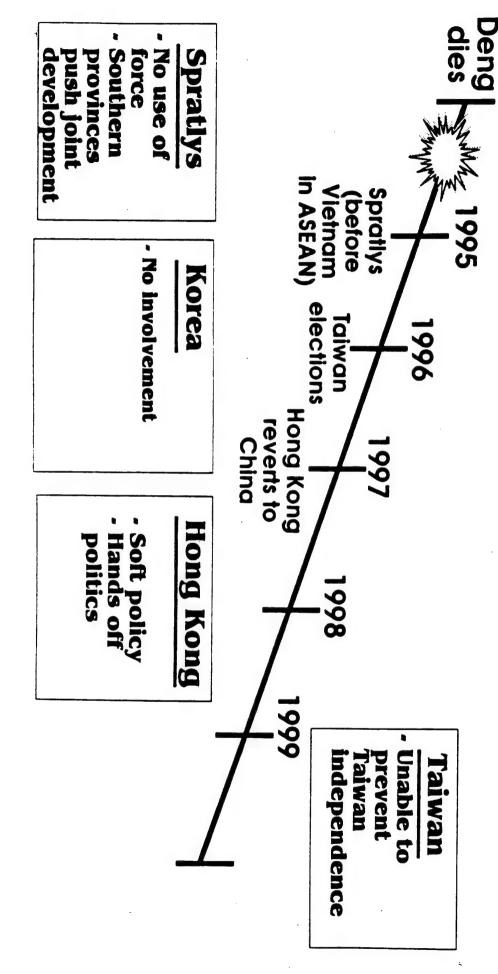
## **Economic Trends:**

- Deepening fiscal crisis in central government
- Regional currencies appear high inflation
- Regional economic trade ties strengthen

## REGIONALISM

### **Bottom Line:**

- Fragmented foreign policy
- and security policy Provincial vetoes over foreign economic



# SUB-SCENARIO: TOTAL COLLAPSE (E)

# Leadership Mindset: domestic:

- Personal attacks, fear of reprisals
- foreign policy: Attempts to capture military loyalty
- Paralysis

### Military:

doctrine: Local territorial control, protection from local rivals, repel foreign invaders

- capabilities:
- Control of nuclear weapons uncertain
- Local weapons purchasing

# SUB-SCENARIO III: TOTAL COLLAPSE (E)

### Social Trends:

- Sense of chaos and unpredictability surfaces
- Refugees and migrant worker riots

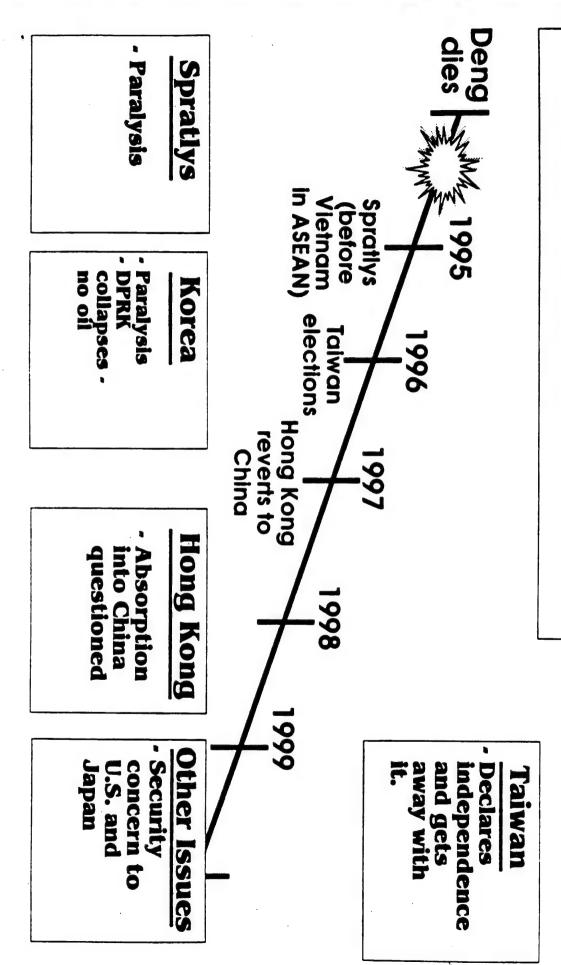
## **Economic Trends:**

- Economic instability
- Corruption and mismanagement of Three Gorges Project
- Drop in foreign investment
- Peasant riots in inland provinces

# TOTAL COLLAPSE

### **Bottom Line:**

- Refugee flows
- Weapons proliferation



# **OBSERVATIONS**

Under all scenarios, we will be dealing with a China never dealt with before.

Each of the three scenarios presents a different challenge;

- the linear scenario presents an economically to the U.S. and militarily stronger, more assertive China less willing to compromise on issues of interest
- the liberal scenario presents an economically and militarily more powerful China that is in regional and global peace and stability. less threatening. China has a growing stake
- the disintegration scenario can lead to a ranging from liberal democracy to hypernationalism and collapse range of outcomes, the most probable paths

Toward the end of the first week, the two study group chairmen, with perhaps one or two helpers, will start to prepare briefings which will later be checked by their groups. In the meantime a short study will be formed which will run Saturday morning, all day Monday, and Tuesday morning of the second week. This keeps the people in the two study groups occupied when they are not listening to and reviewing their chairman's presentations. No briefing of the short study will be required, although a record of discussions and a short report of findings will be prepared by the short study co-chairmen. Membership in the short study will be a mix of those serving on the two study groups, with perhaps the addition of a few others.

Two special studies, with restricted membership, will also take place. One special study will update the Russian scenarios developed last year, and the second will focus on the process of building scenarios of future security environments.

We are confident that you will find the summer study interesting and rewarding. I look forward to meeting with you.

Sincerely,

A. W. Marshall

Der Mahall

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### SHORT STUDY GROUPS

### I. Russia Scenarios Update

Members
Enders Wimbush, Chairman
Peter Reddaway
Tom Mahnken

### II. Asymmetric Strategies

Chuck Miller, Chairman

### Sub-Group A

Ken Watman, Chmn Jasper Welch (Sat) Arthur Waldron John Garver Mike Vickers Bob Field Tom Clark

### Sub-Group B

Chris Bowie, Chmn George Kraus Iain Johnston David Zweig (Sat) Lonnie Keene Jim FitzSimonds Tom Linn

### Sub-Group C

Carl Builder, Chmn Mike Martus Yu-Ping Liu Tom Christensen Art Corbett Steve Cullen

### III. Alternative World Scenarios

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Mike Brown
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